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Gender mainstreaming in peacekeeping activities

Report of the Secretary-General

Summary

The present report has been prepared in response to General Assembly resolution 56/293 of 27 June 2002 which requested the Secretary-General, inter alia, to develop a coherent policy on gender mainstreaming in all of the Organization's peacekeeping activities.

Gender mainstreaming is a strategy that emphasizes the importance of considering the contributions of both women and men, as well as the differential impact of activities on women and men, in all sectors, including peace support activities. The General Assembly, the Security Council and the Special Committee on Peacekeeping Operations have urged the incorporation of gender perspectives into peacekeeping operations owing to the significant contributions of women to peace processes and the ways in which women and men, and girls and boys are affected differently by armed conflict and its aftermath.

For gender mainstreaming in peacekeeping activities to be effective, from the initial stages of negotiating peace agreements to post-conflict reconstruction, it is necessary to have a full-time, dedicated capacity at Headquarters in the Department of Peacekeeping Operations to provide the required support and overall policy guidance.

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I. Introduction

1. The present report responds to General Assembly resolution 56/293 of 27 June 2002, in which the Assembly requested the Secretary-General to develop a coherent policy on gender mainstreaming in all of the Organization's peacekeeping activities, to submit, if necessary, a request on this issue in the light of that policy, and to report thereon to the General Assembly at its fifty-seventh session.

2. The request of the General Assembly is related to the Secretary-General's proposal for additional resources under the Support Account for peacekeeping activities for the establishment of one senior gender adviser post within the Department of Peacekeeping Operations, to provide support and overall policy guidance in developing operational policies, strategies, action plans and tools for gender mainstreaming in peacekeeping activities.

3. The present report outlines a coherent policy for gender mainstreaming in peacekeeping activities and provides information on efforts made by the Department of Peacekeeping Operations to introduce gender mainstreaming in peacekeeping activities, in compliance with legislative mandates. The report also offers clarification of the respective roles and responsibilities of the Office of the Special Adviser on Gender Issues and Advancement of Women, gender advisers in peacekeeping missions and the proposed senior gender adviser in the Department at Headquarters. The annex contains a glossary of gender mainstreaming terms.

II. Background

A. Gender mainstreaming mandates in the peacekeeping context

4. The Beijing Platform of Action,[1] adopted at the United Nations Fourth World Conference on Women in 1995, established gender mainstreaming as a major global strategy for the promotion of gender equality. Agreed conclusions 1997/2 adopted by the Economic and Social Council at its substantive session of 1997[2] established overall principles for gender mainstreaming and encouraged the systematic mainstreaming of gender perspectives into all areas of the work of the Organization, including human rights, humanitarian assistance, disarmament and peace and security.

5. Gender mainstreaming is defined as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's, as well as men's, concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

6. Pursuant to those two legislative mandates, by a letter dated 13 October 1997, the Secretary-General issued directives to the heads of all United Nations entities, charging them with taking full responsibility for translating the concept of gender mainstreaming into programmatic and operational reality across all areas under their purview and with ensuring that analytical reports and recommendations on policy or

operational issues were presented for intergovernmental decision-making in a manner that fully accounted for gender differences.

7. In May 2000, the Department of Peacekeeping Operations convened a seminar, hosted by the Government of Namibia, on mainstreaming a gender perspective in multidimensional peace support operations. The Windhoek Declaration and the Namibia Plan of Action (see A/55/138-S/2000/693, annexes I and II) addressed gender mainstreaming from the initial stages of negotiations for a ceasefire and/or peace agreement and establishment of a mandate for a peacekeeping operation, to decisions on the leadership, structure and resource allocations for a mission.[3]

8. In its resolution 1325 (2000) on women, peace and security the Security Council reaffirmed the important role of women in the prevention and resolution of conflicts and in peace-building, and stressed the importance of their equal participation in all efforts for the maintenance and promotion of peace and security, particularly in decision-making. The Council expressed its willingness to incorporate gender perspectives into peacekeeping operations; urged the Secretary-General to ensure that, where appropriate, field operations include a gender component; and addressed issues related to the protection, rights and particular needs of women. The adoption of resolution 1325 (2000) has increased awareness among Member States, the United Nations system and civil society of the importance of recognizing the contributions of women and men to peace processes, as well as the impact of conflict on women and men and girls and boys. It also highlighted the need to find effective ways to take these into account in all peacekeeping activities.

9. In March 2002, the Special Committee on Peacekeeping Operations reiterated the view that the Department of Peacekeeping Operations should ensure that issues relating to gender equality in field operations are properly addressed, both in the field and at Headquarters, and that the work of gender focal points in the field, which should be at sufficiently senior levels, should have the proper support in the Secretariat and adequate resources allocated for this purpose. In its report (A/56/863), the Special Committee also stressed the need for ongoing reporting from the Secretary-General on progress in the implementation of gender mainstreaming.

10. The report of the Secretary-General on women, peace and security (S/2002/1154, dated 16 October 2002) presented the measures taken to implement Security Council resolution 1325 (2000) and highlighted further actions required of the international community. The report focused on the impact of armed conflict on women and girls, their contributions to peace processes, and their needs and concerns. It stressed that these should be addressed in peace processes, peacekeeping operations, humanitarian operations, reconstruction efforts and disarmament, demobilization and reintegration programmes. The report also emphasized that the systematic and full implementation of a gender-mainstreaming strategy for peace operations was critical to securing a systematic and full implementation of resolution 1325 (2000), concluding that sustainable peace and security could not be achieved unless the knowledge available on women, peace and security informed the development of peace accords, mandates for missions and assessments, analyses, policies and resource allocations.

11. Section V of the above-mentioned report, on peacekeeping operations, specifically addressed the impact of peacekeeping operations on women and

highlighted the potential for gender mainstreaming in multidimensional peacekeeping operations. Noting the critical importance of incorporating gender perspectives into mission mandates, the report also cited the lack of appropriate tools, such as guidelines and training programmes, as well as the lack of financial resources as factors hampering the ability of the Department of Peacekeeping Operations to give adequate attention to gender perspectives at both the field and Headquarters levels. In identifying the lack of gender expertise at both Headquarters and in field missions as a constraint on the Department's gender-mainstreaming efforts, the report observed that significant achievements were made at the field level, when a gender advisory capacity has been provided. Action 12 of the report sought to ensure the necessary financial and human resources for gender mainstreaming, including the establishment of gender advisers/units in multidimensional peacekeeping operations and capacity-building activities, as well as targeted projects for women and girls as part of approved mission budgets (S/2002/1154, para. 46).

12. On 31 October 2002, the Security Council adopted a presidential statement (S/PRST/2002/32), in which it reaffirmed the importance of gender mainstreaming in peacekeeping operations and post-conflict reconstruction; undertook to integrate gender perspectives into the mandates of all peacekeeping missions; reiterated its request that all reports submitted to the Security Council systematically address gender perspectives; and outlined a number a critical actions to support gender mainstreaming in peacekeeping operations. Included among those actions were requests to ensure attention to the gender perspective in all reporting by the Secretary-General on peacekeeping missions; to provide systematic training on gender perspectives to all peacekeeping personnel; and to integrate gender perspectives into all standard operating procedures, manuals and other guidance materials for peacekeeping operations.

13. Condemning human rights violations against women and girls, the Council stated its commitment to work to end such violations and ensure adherence to international legal frameworks, including conflict settlement and judicial mechanisms. The Council also emphasized the importance of understanding the impact of armed conflict and displacement on family relations, as well as the increased risks for domestic violence, and of developing effective strategies to address these issues. The Council further recognized the value of increasing consultations with and the participation of local women, including through their groups and networks, and recommended the increased representation of women among military observers, civilian police and humanitarian personnel. The Council called for strategies and action plans, with set goals and timetables, and sought the collection and presentation of sex-disaggregated data and information on the situation of women and girls, along with the establishment of related databases.

14. To accomplish this work, the Council considered that the appointment of gender advisers at sufficiently senior levels at Headquarters was necessary. Noting that some progress had been made in gender mainstreaming at the mission level, specifically through the establishment of gender units and gender advisers, the Council indicated that more remained to be done to ensure that gender mainstreaming in peacekeeping operations and post-conflict reconstruction was thorough and effective, and applied systematically.

B. Requests for budgetary resources

15. Pursuant to the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809), the report of the Secretary-General on implementation of the Panel's recommendations (A/55/977) and the report of the June 2001 session of the Special Committee on Peacekeeping Operations (A/55/1024), the Secretary-General submitted to the General Assembly in August 2001 his proposals for additional resource requirements for gender mainstreaming (A/C.5/55/46 and Add.1 and Corr.1). These included a specific capacity for developing departmental policies and operational tools and guidelines, as well as supporting the monitoring and evaluation of gender mainstreaming in peacekeeping activities.

16. After a review of the Secretary-General's proposals, while urging the development of a coherent policy on gender mainstreaming, the Advisory Committee on Administrative and Budgetary Questions did not recommend the establishment of such a dedicated capacity. In that context, the Advisory Committee also indicated that it would consider a request for additional resources, either in the Office of the Special Adviser on Gender Issues and Advancement of Women, or elsewhere (see A/56/478, para. 33). The General Assembly, in its resolution 56/241 of 24 December 2001, endorsed the conclusions and recommendations contained in the report of the Advisory Committee.

III. Policy on gender mainstreaming in peacekeeping

A. Gender mainstreaming in the context of peacekeeping operations

17. The purpose of gender mainstreaming in peacekeeping operations is ultimately to provide better policies and programmes with full recognition, understanding and knowledge of their impact on all of the intended beneficiaries — women, men, girls and boys — and the facilitation of decision-making by Governments, at both national and international levels, in post-conflict situations. Mainstreaming gender in peacekeeping activities is the full incorporation of gender perspectives into all peacekeeping activities, from the initial stages of ceasefire negotiations and the establishment of mandates for peacekeeping operations, to post-conflict situations. To achieve this, a consistent focus must be maintained in incorporating gender perspectives into everything that the Department of Peacekeeping Operations and peacekeeping operations do.

18. A gender mainstreaming policy for peacekeeping operations comprises the decision and dedicated action to ensure that the formulation of peacekeeping mandates, the development of strategies and concepts of operations to implement them and their actual implementation all reflect the different impact on men and women of all United Nations activities in a conflict or post-conflict situation, as well as the abilities of both women and men to contribute to building a lasting peace. Ensuring effective incorporation of gender perspectives into the planning, implementation and evaluation of peacekeeping activities is the responsibility of all staff, men as well as women. Overall responsibility for establishing the vision on how to accomplish these goals and to drive the process, however, lies with senior management. Experience has shown that full support from top managers is essential for the success of gender mainstreaming, and those field missions that have made

the most progress in promoting gender equality have had the support from the highest levels. Gender advisers and gender units are resources to support the top management of the Department of Peacekeeping Operations in carrying out their leadership role in gender mainstreaming.

19. The multidimensional nature of peacekeeping operations presents both challenges and opportunities for gender mainstreaming. Along with incorporating gender perspectives into all routine peacekeeping activities, peacekeeping missions have to identify and address gender-specific problems, such as sexual and gender-based violence against women and girls (which is particularly prevalent in post-conflict societies) and prostitution, which is often combined with trafficking (and which can increase in the context of international interventions). The challenges faced by the Department of Peacekeeping Operations relate not only to gender mainstreaming in its own activities, but also to the need to support the incorporation of gender perspectives into all activities of the affected population in institution-building, combating organized crime, enforcing the rule of law and all other post-conflict activities.

20. Women and girls should not be seen only as victims during conflict and its aftermath. They can also be combatants who, along with their male counterparts, need to be effectively disarmed, demobilized and reintegrated into society. Women and girls can also play critical roles in peacemaking and peace-building, such as lobbying and organizing for disarmament and conflict resolution and striving to bring about reconciliation. They can also be actively involved in rebuilding the social, cultural, economic and political fabric of post-conflict societies. To build sustainable peace, peacekeeping activities need to identify and build upon women's capacities.

B. Strategies and approaches to implementing gender mainstreaming in peacekeeping operations

21. Mainstreaming gender perspectives into peacekeeping policies and activities goes beyond awareness-raising and special activities targeted at women. Gender mainstreaming must ensure that the contributions, needs and priorities of all stakeholders — women and men, boys and girls — are taken into account in the planning and implementation of peacekeeping operations, and that they can all influence, participate and benefit equally.[4] Gender analyses must be carried out to identify the contributions of women and men and the differential impact of conflict and of planned peacekeeping activities on them before decisions on strategies, resources and activities are taken. Gender mainstreaming in peacekeeping activities requires attention to gender perspectives in every aspect of a mission's mandate, be it in the context of national reconciliation, disarmament, demobilization and reintegration, organization of elections and disarmament, or such quick-impact projects as rebuilding schools, health clinics, roads, bridges and wells. In planning concepts of operation for the implementation of these mandates and in implementing them, it is critical to understand and reflect the differential impact of conflict situations and their aftermath.

22. Multidimensional mandates not only focus on keeping the peace, but also contribute to building a sustainable peace that will reduce the possibility of a return to conflict. Multidimensional peacekeeping missions can include any or all of the

following components: military; civilian police; civil affairs; political affairs; public information; elections; disarmament, demobilization and reintegration; refugee return; humanitarian relief; mine action; civil administration; human rights monitoring; and transitional administrations. This offers great potential for integrating gender perspectives. Mandated tasks to monitor human rights or to establish or restructure national institutions are good examples in this regard.

23. The challenges facing peacekeeping operations are to include ensuring that: peacekeeping efforts facilitate the security and safety of women as well as men; humanitarian assistance considers the specific needs of women and girls, particularly those subjected to sexual violence; investigations of human rights violations and establishment of monitoring mechanisms take into account gender-related crimes and violations of women's human rights; social and economic reconstruction processes take the priorities and needs of women and girls into account; and that attention to equality between women and men is an integral part of the transition to democratic institutions, including through adequate attention to gender equality issues in developing a nation's constitution and electoral processes. In efforts made to actively involve the local population in all activities of a peacekeeping mission, local women should be equitably involved and their contributions effectively reflected in planning and decision-making processes.

24. As an illustration, women and girls are known to be disproportionately targeted in contemporary armed conflicts. They constitute the majority of victims, including as refugees and internally displaced persons. The discrimination and violence that women still face in many societies are exacerbated in situations of armed conflict and post-conflict reconstruction. Women are subjected to all forms of violence but are particularly vulnerable to sexual exploitation and violence, including rape, forced pregnancy, sexual slavery, enforced prostitution and trafficking. While the international legal framework has become increasingly responsive to the experiences of women and girls, particularly in relation to sexual violence, and the culture of impunity regarding violations of the human rights of women and girls has been significantly eroded, compliance with international norms must still be improved.

25. Women and girls, together with men and boys, benefit from increased security and the continuation of the peace process. Peacekeeping operations can have a positive effect on gender relations and inequalities through working to eliminate violence against women, including sexual violence; ensuring that local law enforcement bodies can adequately address these crimes; and facilitating women's access to legal redress. Support for post-conflict reconstruction entails measures to ensure women's participation in elections as voters and candidates, as well as their participation in government structures.

C. Implementing gender mainstreaming in the work of the peacekeeping missions

26. The Department of Peacekeeping Operations plan of action for gender mainstreaming will be designed to build gender perspectives into the work of the different components of peacekeeping operations. As appropriate to the mission mandate, these will include the military, civilian police, civil affairs, political affairs, human rights monitoring, public information, elections, refugee return,

humanitarian assistance and mine-action components. The plan of action will determine the most effective means of addressing gender perspectives in the day-to-day work of the staff of the Department, at both Headquarters and in the field. The present section of the report addresses those areas already identified in the peacekeeping context where integrating the gender perspective into the work of a mission can yield highly positive results.

27. Establishing, or re-establishing, security is the most fundamental activity of peacekeeping operations. Developing effective concepts of operations, programmes and infrastructure to fulfil this mandate requires reflection on the different security priorities and needs of women and men. In doing so, it must be borne in mind that, depending on the local culture, women and men may well relate to authority differently or experience greater or lesser restrictions on their mobility. Peacekeepers must understand the local dynamics — the norms and customs relating to gender equality — and not assume that all people have the same experiences of conflict and post-conflict situations. The military, civilian police and civil administration can support necessary contacts with both women and men in the communities. Through these contacts, the different experiences and needs of women and men can be factored into how a peacekeeping operation conducts its work and measures can be taken to adapt programme design and implementation to reflect the gender perspective.

28. Mine-action programmes need to be built on the understanding that, owing to the gender-based division of labour, women and men have different risks of exposure to landmines. There are also different impacts of injury and death from landmines. With the death or injury of their husbands, women take over the sole responsibility for the survival of their families, often without access to adequate support. Women who have lost their limbs may lose social status and be unable to undertake productive activities; they may be abandoned by their husbands or families. Concrete actions can be identified to address gender perspectives in mine-action programmes. Statistics on casualties from landmines should be disaggregated by sex and age and the causal factors behind the statistics identified and addressed. The needs and priorities of both women and men should be considered in designing assistance programmes for victims, including the needs of the families of victims. Efforts should be made to ensure more equitable participation of women and girls in training, credit facilities and employment opportunities provided for victims and families of victims. Awareness campaigns on landmines should be targeted towards women and girls, as well as men and boys. Women's organizations and networks, as well as individual women, should be involved in awareness-raising and educational campaigns. In addition, women can and should be more actively involved in mine-clearing operations, including in decision-making positions, for example, as programme managers.

29. Effective public information programmes are designed to present the purpose and work of peacekeeping missions accurately to the local population and to counter misinformation. This requires that the information address the needs of all groups, women as well as men. Information on opportunities for participation in new political and judicial structures or the progress of criminal and war crime investigations, including on gender-based violence and the kind of services — economic, social, political and judicial — that may be provided through a peacekeeping operation, is particularly important for women. The successful delivery of information requires understanding the gender-specific norms and

customs within the host society, and may be facilitated by regular contact with local women and their organizations.

30. Disarmament, demobilization and reintegration programmes are critical to moving a society from a culture of war to building a lasting peace. To sustain peace, combatants need not only to disarm, but also to reintegrate into society and lead productive lives. Failure to achieve effective disarmament, demobilization and reintegration, or a significant delay in the process, leads not only to increased crime, but eventually to a resumption of hostilities. Effective disarmament, demobilization and reintegration programmes identify female as well as male combatants, ensure that registration procedures are gender sensitive and that programmes systematically take into account the needs and priorities of female combatants, camp followers and the families of ex-combatants. The status and situation of women and girls used as domestic servants and sexual slaves also needs to be explicitly addressed, particularly the trauma resulting from sexual and other forms of abuse. The disruptive impact of armed conflict on family structures, the problems confronting demobilized combatants (male and female), their families and their communities must be taken into account. The risks for increased domestic violence have to be factored in, along with strategies to deal with the issue. If women and girls are not registered in disarmament, demobilization and reintegration programmes, they cannot access the different forms of assistance available and their particular needs, priorities and vulnerabilities cannot be addressed. Equal access of women and girls to economic resources and other forms of support for sustainable livelihoods must be assured.

31. The period of transition after a conflict provides an opportunity to create a democratic and equal society, if the different needs and priorities of women and men are taken into account at all stages. The Department of Peacekeeping Operations and peacekeeping missions play a critical role in supporting the incorporation of gender perspectives into national and community-level rehabilitation and reconstruction processes. Discrimination and gender inequalities can persist and deepen in the aftermath of conflict. They can also reduce the potential of women and girls to participate in and benefit from reconstruction and rehabilitation processes. Reconstruction efforts should therefore be based on human rights principles and awareness of existing gender differences and inequalities and should reflect the fact that men usually have better access to resources, greater participation in public life, more education, and greater control over resources than women.

32. Constitutional reform processes during reconstruction offer opportunities to establish principles of non-discrimination and equality on the basis of gender. Legislative reform should repeal discriminatory provisions in such areas as nationality, property rights, or inheritance, and should address violence against women. Promotion of a gender-sensitive judiciary is critical to removing the gender bias within courts that curbs the rights of women and perpetuates discrimination and inequality. In securing justice for the victims of violations of international humanitarian and human rights law, impunity for crimes committed against women and girls may occur, at least in part because of a disregard for their rights.

33. In the conduct of elections, the obstacles women may face in exercising their right to vote or stand for election must be identified and mitigated. Counteracting these obstacles is a prerequisite for conducting free and fair elections. Special measures, including quotas and training for women as voters and candidates and

public awareness campaigns, have been useful means of ensuring that women can better exercise their rights.

34. The activities of the military or civilian police component of a peacekeeping mission can include rehabilitation of the military and local police forces to build military and professional law enforcement agencies that adhere to international humanitarian and human rights law. Rehabilitation of local police forces can involve monitoring and training new or restructured forces, including on international standards of democratic policing. Expertise needs to be developed to address gender-based crimes, including sexual assault and domestic violence during and after conflict. This includes the capacity to work in a gender-sensitive manner with women witnesses and detainees, as well as to develop effective strategies to address trafficking. Correction components of criminal justice programmes must consider the special needs of women prisoners, in terms of logistics (housing, health and hygiene, recreation) and security. Monitoring the treatment of female inmates is also critical.

35. The reconstruction of civil society includes support and enhancement of local non-governmental organizations. In addition to the constraints generally facing such organizations, including the lack of proper legislation, women's organizations face additional obstacles. These include skepticism about the specific concerns of women and about their ability to organize around them. Community outreach programmes therefore need to address women as well as men.

36. Women and men are affected differently by economic reform and restructuring because of the differences and inequalities in relation to their position in the economy, their vocational skills and educational profiles, the distribution of domestic responsibilities and mobility patterns. Existing legal and social barriers for women and girls to education and employment do not vanish with the end of conflict; targeted legislation and other interventions are needed to overcome these barriers. The planning and implementation of quick-impact projects should be based on consultations with both men and women to identify priorities and needs. Participatory approaches which include both men and women should be adopted in implementing such projects.

D. Policy directives and guidelines

37. Attention to gender perspectives has to be included in all initial assessments and in developing mission statements and plans, so that the needs and priorities of women and men are addressed in the policy frameworks, strategies and programming processes that guide the development of activities and resource allocation. Development of policies, procedures, codes of conduct, manuals and guidelines must also give adequate consideration to gender perspectives.

38. Accurate attention to gender perspectives in the work of the Department of Peacekeeping Operations requires that data across all sectors and activities be broken down by sex and age and other appropriate categories. This is necessary to understand the specific impact of conflict and post-conflict situations and the impact of peacekeeping activities, on women as well as men. Information on gender mainstreaming should be included in all reporting on peacekeeping missions.

39. Orientation and training programmes for all personnel — military, civilian police as well as international and local civilian personnel, women and men — should include attention to gender issues. All personnel should be conversant with United Nations policies and mandates on gender equality, particularly as it relates to peace and security, and accountability mechanisms should be put in place to ensure full implementation.

40. To support development of capacity within the Department and guide the work on gender mainstreaming, specific training programmes, methodologies and tools (standard operating procedures, manuals, guidelines) need to be developed. Specific studies will be required to address specific problems and issues, along with monitoring and reporting mechanisms for providing support from Headquarters to the field.

IV. Gender advisory capacities

41. The gender mainstreaming mandate of the Office of the Special Adviser on Gender Issues and Advancement of Women covers the United Nations as a whole. The Office has an advisory and supportive role, with a strong focus on overall monitoring and reporting on progress made in gender mainstreaming at the global level. The Office does not undertake gender mainstreaming activities in specialized areas of each entity of the United Nations system, but does provide, on request, advice and support, within its resources.

42. Since mainstreaming gender means looking at the gender aspect of every activity, it requires that action to build gender perspectives into the substantive work of a department or office be taken by that department or office. Gender mainstreaming is only effective where it builds on concrete knowledge of the mission, approach and activities undertaken within a department or office. Gender expertise in support of gender mainstreaming therefore has to be located within the department or office.

43. Gender focal points have been appointed in many parts of the Secretariat to support senior management in ensuring that gender perspectives are reflected in the substantive work of the departments and offices. These designated staff members are expected to carry out this work over and above their other areas of responsibility. Given the size of the Department of Peacekeeping Operations, the complexity of its mandate, and the large number of field missions, assigning staff as focal points on a part-time and ad hoc basis is clearly inadequate to deal with gender mainstreaming in peacekeeping activities at both Headquarters and in missions, especially in the light of the strong mandate for gender mainstreaming contained in Security Council resolution 1325 (2000) and the Security Council presidential statement of October 2002.

44. A strong gender advisory capacity at the Headquarters level in the Department of Peacekeeping Operations is required, both to provide advice and support and build institutional capacity within Headquarters and to provide backstopping support to field operations. Efforts have been made in the Department at Headquarters to incorporate gender perspectives into the work and to respond to the needs of field operations for support on gender mainstreaming in peacekeeping activities. However, without a full-time gender adviser, this work has been carried out on an ad hoc basis, focusing largely on the issuance of guidelines and training materials by

the Peacekeeping Best Practices Unit, with support provided by the civilian, military and civilian police training sections. The Department's ability to provide overall direction and support for promoting gender mainstreaming in peacekeeping activities, or to ensure that best practices and lessons learned are shared from one mission to another and/or incorporated in the planning of new operations/activities, has been limited.

45. Within peacekeeping missions, accomplishments in addressing gender mainstreaming have been largely due to full-time gender advisers. Dedicated capacities for gender mainstreaming have been approved for five missions, the United Nations Interim Administration Mission in Kosovo, the United Nations Transitional Administration in East Timor (now, the United Nations Mission of Support in East Timor), the United Nations Mission in Bosnia and Herzegovina, the United Nations Organization Mission in the Democratic Republic of the Congo and the United Nations Mission in Sierra Leone, in recognition of the need to address gender issues in multidimensional peacekeeping activities.

46. The work of gender units in peacekeeping missions aims to ensure that the mandate to systematically and consistently incorporate gender perspectives is fulfilled and that mission personnel are sensitized to the contributions, as well as the priorities and needs of both women and men in the communities. These units also contribute to building national capacities to address the needs of women and men in local communities in dealing with the impact of conflict and in rebuilding war-torn societies.

47. The presence of gender expertise in missions has contributed to some important achievements in gender mainstreaming, for example:

(a) The increased participation in Kosovo of women in key administrative structures, in political parties and in decision-making bodies;

(b) The incorporation in Timor-Leste of women's concerns into party platforms in the first freely elected National Constituent Assembly;

(c) A regional response in Bosnia and Herzegovina to human trafficking, focusing on the protection of victims, assistance to local authorities in combating organized crime and assessment of the response of law enforcement authorities;

(d) In the Democratic Republic of the Congo, developing ways to address crimes of sexual abuse, gender violence and exploitation in the monitoring of human rights; and developing a gender strategy to support governance and communications projects relating to the peace process;

(e) The incorporation of gender issues in the preparations for the Sierra Leone Special Court and the Truth and Reconciliation Commission.

48. Unlike other substantive functions performed in peacekeeping operations, gender advisers serving in field missions currently have no Headquarters point of contact to whom to address their queries or requests for support or advice. The lack of a Headquarters advisory and support capacity was cited by gender advisers serving in the field as one of the main obstacles to their own success in fulfilling their mandates on the ground.

Role of a senior gender adviser at Headquarters

49. A dedicated gender advisory capacity within the Department of Peacekeeping Operations would be responsible for the following activities:

(a) Provide overall guidance to the Under-Secretary-General and all senior management on gender mainstreaming in all aspects of peacekeeping activities in the Department at Headquarters and in the field;

(b) Develop, in collaboration with all parts of the Department at Headquarters and in the field, an overall action plan for gender mainstreaming, outline the gender perspectives in all areas of work and the actions required to address them effectively, and highlight the roles, responsibilities and accountabilities of all staff;

(c) Support the incorporation of gender perspectives into concepts of operations, mission plans, and associated resource requests, prior to implementation of peacekeeping mandates, as well as into the mandates themselves;

(d) Act as focal point for field missions seeking advice and assistance in mainstreaming gender perspectives into their policies and activities;

(e) Conduct research and analysis of gender issues with peacekeeping operations in the planning of new missions, to determine optimal incorporation of gender perspectives in policies and activities, and provide adequate support after their establishment;

(f) Support the development of monitoring and evaluation processes to ensure measurement of progress in peacekeeping activities, within each mission and overall, so that lessons learned and best practices can be applied to current and future peacekeeping activities;

(g) Document and share best practices and lessons learned and provide guidance and support to gender advisers serving in field missions;

(h) Support the incorporation of gender perspectives into all standard operating procedures, guidelines and manuals guiding the work of the Department and, where necessary, develop specific guidelines and standard operating procedures in support of gender mainstreaming;

(i) Support the systematic incorporation of gender perspectives into reports to the Security Council on peacekeeping missions;

(j) Collaborate with the Training Sections in the Department of Peacekeeping Operations and with the Office of Human Resources Management on the provision of gender mainstreaming training and the incorporation of gender perspectives in all training offered by the Department;

(k) Collaborate with the relevant parts of the Secretariat on the development and maintenance of a database on women's groups and networks and gender specialists in countries in conflict;

(l) Support the disaggregation of statistics and collection of data on the situation of women and girls, particularly as they relate to human rights violations, domestic violence and trafficking;

(m) Support the further development and full implementation of codes of conduct and disciplinary measures relating to sexual exploitation and ensure adequate monitoring and reporting.

50. A senior gender adviser in the Peacekeeping Best Practices Unit in the immediate office of the Under-Secretary-General for Peacekeeping Operations would be in a position to ensure that gender perspectives are reflected in all phases and all aspects of the Department's work. This Unit serves as the repository for best practices and lessons learned for peacekeeping activities, monitors and is fully conversant with emerging trends and developments in peacekeeping operations, and is responsible for policy analysis and development on cross-cutting issues and for the development of policy guidelines and standard operating procedures to be used in designing and supporting the different stages of peacekeeping operations. Furthermore, the Unit has direct access to the Department's senior management, has responsibility for outreach activities towards academia and civil society and acts as secretariat to the Special Committee on Peacekeeping Operations.

51. The senior gender adviser would collaborate with and be guided by the Office of the Special Adviser on Gender Issues and Advancement of Women and the Division for the Advancement of Women in the Department of Economic and Social Affairs to ensure that the gender mainstreaming strategies and policies of the Department of Peacekeeping Operations are consistent and fully coordinated with overall organizational strategies and policies. The gender adviser would need to work closely with other United Nations departments and offices, programmes, funds and specialized agencies, as well as regional bodies and non-governmental organizations that support peacekeeping activities, to ensure that gender perspectives are consistently and coherently incorporated into all activities. Collaboration is also needed with troop-contributing and police-contributing countries, to raise their awareness of gender issues and to promote the incorporation of gender awareness, including on HIV/AIDS, in training programmes. Because of the integral role of the senior gender adviser in advancing and supporting gender perspectives in all areas of peacekeeping activities, it is critical that this function be performed not only by someone who is fully knowledgeable of peacekeeping operations, but also who works directly with the senior management of the Department of Peacekeeping Operations.

V. Conclusions and recommendations

52. Development of policies and programmes for peacekeeping activities must be based on recognition of their differential impact on the intended beneficiaries, both women and men. The Department of Peacekeeping Operations has a twofold responsibility for gender mainstreaming: (a) incorporating gender perspectives into its own work in all phases of peacekeeping operations; and (b) assisting the efforts of the affected population in post-conflict situations to incorporate gender perspectives into work on reconstructing administrative structures, institution-building, combating organized crime, enforcing the rule of law and implementing other post-conflict activities, including nation-building. By addressing challenges at both levels, the Department of Peacekeeping Operations can contribute more effectively not only to keeping the peace, but in building a sustainable peace that addresses the needs of both men and women, which allows both men and women to

contribute to rebuilding their war-torn societies, and thereby increase the chances that a society will not revert to war.

53. Currently the limited work being done at Headquarters on gender mainstreaming in peacekeeping activities has been financed on a temporary and ad hoc basis by voluntary contributions. To ensure that gender perspectives are systematically and effectively identified and addressed, both at Headquarters and in the field, a full-time, dedicated gender advisory capacity is necessary at Headquarters. A senior gender adviser would best be located in the Peacekeeping Best Practices Unit in the Office of the Under-Secretary-General for Peacekeeping, where gender mainstreaming would be part of the decision-making processes of all peacekeeping activities.

54. The General Assembly may wish to take note of the present report and decide to take into account the points raised herein when reviewing the Secretary-General's proposal for a dedicated gender advisory capacity within the Department of Peacekeeping Operations when it considers, at its resumed fifty-seventh session, his resource requirements to be proposed in the context of the peacekeeping support account for the period from 1 July 2003 to 30 June 2004.

Notes

[1] *Report of the Fourth World Conference on Women*, Beijing, 4-15 September 1995 (United Nations publication, Sales No. E.96.IV.13), chap. I, resolution 1, annex II.

[2] *Official Records of the General Assembly, Fifty-second Session, Supplement No. 3* (A/52/3/Rev.1), chap. IV.A, para. 4.

[3] Attention is drawn to the publication entitled *Mainstreaming a gender perspective in multidimensional peace operations: principles and guidelines* (July 2002), prepared by the Department of Peacekeeping Operations following the Windhoek seminar.

[4] Attention is drawn to the publication entitled *Gender mainstreaming: an overview*, dated January 2002, prepared by the Office of the Special Adviser on Gender Issues and Advancement of Women.

Annex

Glossary of gender mainstreaming terms

Gender analysis	The systematic effort to identify and document the roles of women and men within a given context and the potential impact of planned interventions.
Gender balance	Equitable representation of women and men in all areas. Promoting gender balance requires explicit support of women's participation, particularly in decision-making.
Gender equality	Equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same, but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration.
Gender focal points	Staff members assigned to support the incorporation of gender perspectives in the substantive work of their departments or offices. At Headquarters they are staff who have their own job functions and responsibilities. In peacekeeping missions, they may be designated on a full-time basis.
Gender mainstreaming	The process of systematically incorporating gender perspectives into areas of work and assessing the implications for women and men of any planned action, including legislation, policies or programmes. It is a strategy for making women's and men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated.